

# Overview of the Department of State

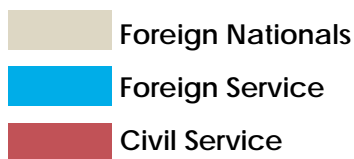
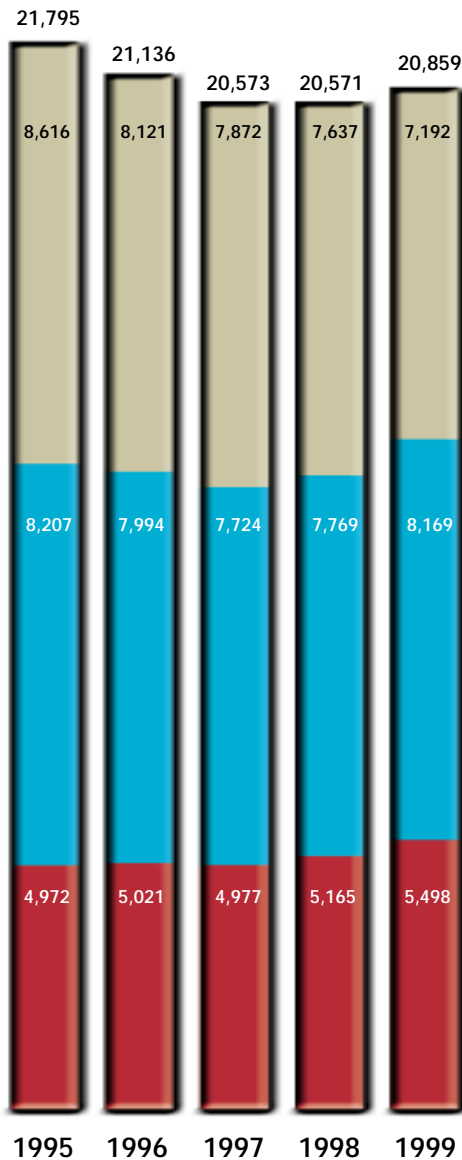
Diplomacy is an instrument of power, essential for maintaining effective international relationships, and a principal means through which the United States defends its interests, responds to crises, and achieves its international goals. The Department of State is the lead institution for the conduct of American diplomacy, a mission based on the role of the Secretary of State as the President's principal foreign policy adviser.

## The Mission of the Department of State

In order to carry out U.S. foreign policy at home and abroad, the Department of State:

- Exercises policy leadership, broad interagency coordination, and management of resource allocation for the conduct of foreign relations.
- Leads representation of the United States overseas and advocates U.S. policies for foreign governments and international organizations.
- Coordinates, and provides support for, the international activities of U.S. agencies, official visits, and other diplomatic missions.
- Conducts negotiations, concludes agreements, and supports U.S. participation in international negotiations of all types.
- Coordinates and manages the U.S. Government response to international crises of all types.
- Carries out public affairs and public diplomacy.
- Reports on and analyzes international issues of importance to the U.S. Government.

## Summary of Full-Time Permanent Employees



- Assists U.S. business.
- Protects and assists American citizens living or traveling abroad.
- Adjudicates immigrant and nonimmigrant visas to enhance U.S. border security.
- Manages those international affairs programs and operations for which the Department has statutory responsibility.
- Guarantees the Diplomatic Readiness of the U.S. Government.

The above mission statement guides the men and women of the Department who carry out foreign affairs programs and activities. Department employees are also guided by a set of values as individuals and as an institution. The work of these employees has an impact on the American people here and abroad. Expertise in languages, understanding of foreign cultures, and management of complex issues and programs gained through international experience are essential elements of this work. The Department exercises discipline in implementing policy regardless of personal preference, and its personnel are willing and able to serve worldwide as needed. The conduct of foreign relations is viewed as a long term, career commitment rather than just a job. The Department workforce, a blend of Civil and Foreign Service employees and foreign nationals overseas, reflects the diversity of America.

## Organization and Structure

The Department was established in 1789 to advise the President on the formulation and execution of foreign affairs. The Secretary heads the Department and is the President's principal advisor on the conduct of foreign relations. The Secretary is aided by a Deputy Secretary, the Counselor, and six Under Secretaries who serve as the Department's corporate board on foreign policy with each specializing in the following areas - political affairs, economic, business and agricultural affairs, arms control and international security, global affairs, public diplomacy and public affairs, and management.

The foreign policy mission is conducted by approximately 20,900 employees in both the Civil Service and the Foreign Service, including foreign nationals, in the 162 countries where the United States is represented. In addition, the

Department operates a national passport and visa center located in Dover, New Hampshire (a partner center opened in Spring 2000 in Charleston, South Carolina), 13 passport agencies, 5 offices that provide logistics support for overseas operations, 22 security offices, and 3 financial services centers located overseas in Paris and Bangkok, and domestically in Charleston, South Carolina.

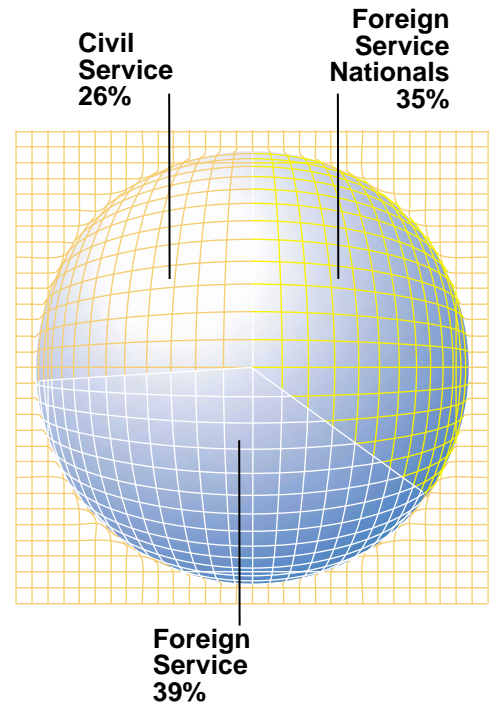
Within the Department's headquarters in Washington, D.C., the mission is coordinated and managed through six regional bureaus, each with responsibility for a specific geographic area of the world. The regional bureaus and the overseas posts are supported by domestic offices that provide program management and administrative expertise in dealing with matters such as economics, intelligence, and human rights, as well as, finance, administration, personnel, training, medical services, and security programs.

In each Embassy, the Chief of Mission (usually an Ambassador), is responsible for the coordination and management of all U.S. Government functions in the host country. Each Ambassador is appointed by the President, confirmed by the Senate and reports directly to the President through the Secretary. The Diplomatic Mission is also the primary U.S. Government contact for Americans overseas and foreign nationals of the host country. The Mission serves the needs of Americans traveling and working overseas and provides support to Presidential and Congressional delegations visiting the country.

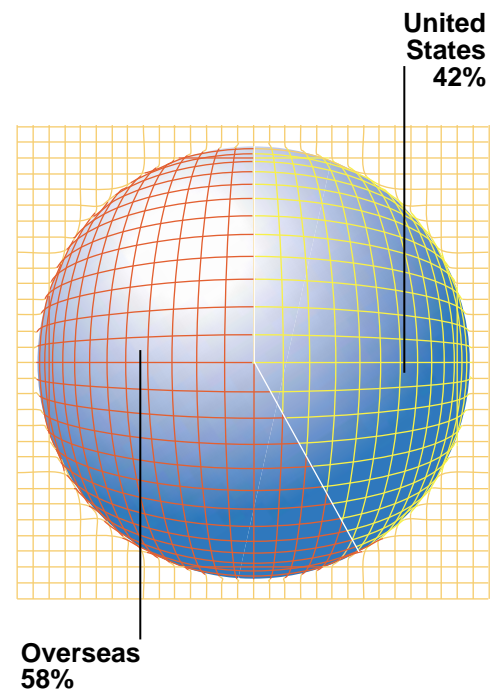
## The Department of State Strategic Plan

During 1999, the Department continued full implementation of its first *Strategic Plan* prepared in 1997, as required by the Government Performance and Results Act (GPRA). The *Strategic Plan* defines the mission, goals, objectives, strategies, and performance measurement indicators for the Department of State and is available to the general public on the Department of State's web site at HYPERLINK <http://www.state.gov>. The Department's programs and activities are further defined in the *1999 Performance Plan* also required by the GPRA. The following commentary addresses key accomplishments towards achieving the goals contained in the *1999 Performance Plan*. These accomplishments are more fully described in the *Department of State Performance Report for Fiscal Year 1999*, published in March 2000.

## Department of State Workforce Full-time Permanent Employees as of September 1999



## Department of State Workforce Where Based



# Program Performance During Fiscal Year 1999

## National Interests and Strategic Goals

### National Interest:

### National Security

The following discussion presents the program accomplishments achieved in 1999 within the framework of the *Strategic Plan*. To facilitate understanding of the mission of the Department, the 16 strategic goals present what the Department wants to accomplish while the seven national interest statements explain why the Department pursues these goals on behalf of the American people.

### Strategic Goal: Regional Security

*Ensure that local and regional instabilities do not threaten the security and well-being of the United States or its allies.*

Regional stability, achieved through diplomatic leadership, a strong military and effective intelligence, is fundamental to U.S. national security. Strengthening national security is a prerequisite to all other U.S. goals.

The President's national security strategy is based on diplomatic leadership, a strong military and effective intelligence. Traditional diplomacy through establishment of alliances and country-to-country relations help to achieve national security, but U.S. interests may require more aggressive action to prevent, manage, and resolve ethnic conflicts, civil wars, territorial disputes and humanitarian disasters anywhere in the world. In some cases, the U.S. may be the only nation with the ability, need and responsibility to respond without the support of other countries.

The strategy for achieving this goal is to maintain effective working relationships with leading regional states utilizing defensive cooperation through alliances, military assistance and defense trade controls to help prevent, manage and diffuse regional conflicts. To decrease the potential of future conflicts, the United States may impose sanctions on violators of international norms of behavior. Building a consensus among the foreign community that the U.S. is an important participant in the international peacekeeping process is also essential for resolving regional conflicts.

Following are the key events that took place in 1999.

- **Pursued Peace between Israel and its Arab Neighbors.** With the election of Israeli Prime Minister Barak, the previously frozen Middle East Peace Process moved forward with renewed vigor. A breakthrough occurred in September 1999 with the signing of a new agreement in Sharmel-Sheikh, Egypt, committing Israel and the Palestinians to full implementation of the Wye River Accords and laying the groundwork for a permanent status agreement. Several Arab states took action to deepen ties with Israel, including through meetings and the exchange of visitors.
- **Maintained Full and Secure Access to Energy Resources of the Persian Gulf.** U.S. access to Persian Gulf oil resources continued uninterrupted. Several states in the region participated in an aggressive schedule of bilateral and multilateral military exercises with the U.S. United Nations (UN) sanctions on Iraq continued to deny Saddam Hussein the means to reconstitute his conventional and weapons of mass destruction arsenals.
- **Continued Peacekeeping Efforts.** The Good Friday Peace Agreement in Northern Ireland remained on track during 1999. Greece and Turkey agreed to revive talks on selected Aegean confidence building measures. Military units trained under the Africa Crisis Response Initiative (ACRI) participated in peacekeeping operations in the Central African Republic, Guinea-Bissau, and Sierra Leone.

The conclusion and implementation of a comprehensive Peace Agreement between Peru and Ecuador in 1999, including border demarcation and demining, significantly contributed to overall regional security in the Western Hemisphere.

On the negative side, Slobodan Milosevic maintained his increasing authoritarian grip on Serbia, threatening Montenegro's genuine democratic reform, and remaining a threat to peace and stability throughout the region.

- **Supported NATO Efforts.** There was hard-won progress in many parts of the world towards reducing regional tensions. U.S. diplomatic and military leadership helped defeat a massive effort by Serbia to ethnically cleanse Kosovo and began the process of building a democratic Kosovo. The Department's efforts united NATO, con-



Secretary of State Madeleine K. Albright's call on King Fahd at the Al-Yammamah Palace.





UNHCR Headquarters, Pristina, Yugoslavia.

vinced Russia to join a coalition to make and keep the peace, got the UN and NATO to establish a robust peacekeeping mission, and placed Balkan integration into the rest of Europe high on the international agenda. Trans-Atlantic mechanisms designed to deal with international crises were strengthened. At the April 1999 NATO Summit, the heads of state and government of the NATO member states approved a revised strategic concept that endorses new missions, expanded outreach to partners, enhances the European security and defense identity, transforms defensive capabilities and responds to weapons of mass destruction.

- **Supported UN Efforts.** The U.S. supported UN efforts to arrange a ballot through which Indonesia permitted the people of East Timor a choice between autonomy and separation. When violence broke out after the announcement of the result, the U.S. joined in international efforts to quickly stop the bloodshed and provide humanitarian relief. During the year, with U.S. support, UN-authorized peacekeeping tripled in size, with new missions in Kosovo, East Timor, and Sierra Leone, and preparation for a new mission in the Democratic Republic of the Congo.
- **Expanded Talks between India and Pakistan.** In February 1999, the Lahore Summit in South Asia gave promise of improved relations between India and Pakistan. However, that dialogue was suspended in May when tensions in Kashmir took a severe turn for the worse after Pakistan-supported forces moved into Indian territory and Indian troops fought to dislodge those forces. U.S. diplomatic efforts succeeded in encouraging Pakistani withdrawal and Indian restraint, but, at the end of the year, relations between India and Pakistan were decidedly strained.

## Strategic Goal: Weapons of Mass Destruction

*Reduce the threat to the United States and its allies from weapons of mass destruction.*

The most direct and serious threat to U.S. security is the possibility of conflict involving weapons of mass destruction. Of greatest concern are the threshold states and terrorist organizations that seek to acquire these weapons and their delivery systems.

The United States and most nations, both those that possess weapons of mass destruction and those that do not, value the constraint provided by arms control treaty regimes. Of greatest concern are the threshold states and terrorists that seek to acquire weapons of mass destruction. Unbridled acquisition of conventional arms can similarly threaten U.S. interests by disrupting regional relations.

The Department has the lead responsibility for nonproliferation policy and coordinates implementation of that policy regarding individual countries, such as China, and multinational arrangements. A number of activities can be utilized to prevent, discourage and eliminate accumulation of weapons of mass destruction: reducing the incentives of countries to acquire the weapons, taking actions against violators of nonproliferation treaties or agreements, controlling trade in related technologies that are essential for delivering the weapons, and securing excess fissile material to prevent acquisition by countries (or terrorists) that are seeking to acquire weapons of mass destruction. Following are some of the key activities that took place in 1999 in pursuit of the goal to eliminate weapons of mass destruction.

- **Constrained the Proliferation of Weapons.** Efforts to prevent countries of proliferation concern from acquiring materials and equipment were partially successful during the year, principally by interdicting sensitive foreign exports. This was done both bilaterally and through multilateral export control regimes such as the Missile Technology Control Regime, the Australia Group, and the Wassenaar Arrangement.

After a year of negotiation, the UN Security Council created a new arms control institution to inspect and monitor destruction of Iraqi weapons of mass destruction. The resolution also improved the Oil-for-Food program designed to assist the Iraqi population while keeping control of Iraqi oil revenue. The U.S. helped bring Ukraine – a key potential supplier of missile technology – into the Missile Technology Control Regime, thereby cutting off proliferator access to Ukraine's key missile technologies.

To remove suspicions about the compliance of the Democratic People's Republic of Korea with the Agreed Framework, the U.S. sought and successfully gained access to the suspect underground facility at Kumchan-ni. The inspection found no violation of the Agreed Framework.



UN helicopter landing at space launch complex in Iraq.



Border guards marching at the May Day parade in Red Square, Moscow, Russia.

- **Provided Disarmament Assistance for Russia.** With U.S. assistance, a number of the countries in the Newly-Independent States (NIS) of the former Soviet Union, including Russia, have improved internal physical and legal controls designed to prevent illegal transfers of nuclear materials. The Russian government adopted a new omnibus export control law in July 1999. Licensing and tracking procedures have been improved, internal compliance programs have been installed at over 200 Russian nuclear and aerospace enterprises of particular nonproliferation concern and programs to install effective radiation detection equipment at key Russian border posts and international airports have begun. Nevertheless, the Department believes that continuing Russian and NIS economic problems have contributed to an increase in the number of nuclear smuggling incidents. The vast majority of these recent incidents are scams involving non-weapons usable material.

The United States was much more successful in achieving its objectives related to implementing existing treaties. The U.S. and Russia met the phased reduction goals of START I and are, in fact, ahead of schedule. U.S. implementing legislation for the Chemical Weapons Convention (CWC) was enacted.

The United States was unable to fully achieve its 1999 strategic arms control objectives in part because the START II Treaty and 1997 protocols were not ratified by Russia and the U.S. The U.S. was unable to accomplish the following.

- Begin START III negotiations (discussions, however, began).
- Reach agreement on inspection procedures for observing/confirming elimination of conversion of heavy inter-continental ballistic missile silo launchers, as required by the START II Treaty.
- Reach agreement with the Russian Federation on steps to deactivate strategic nuclear delivery vehicles eliminated under START II, as required by the START II Treaty.
- Transmit signed September 1997 agreements related to Anti-Ballistic Missile/Theatre Missile Defense Demarcation and Treaty succession to the U.S. Senate for its advice and consent to ratification. The 154 signatories of the Comprehensive Test Ban Treaty (CTBT) continue to take action to bring the Treaty into force by ensuring full support for the CTBT Preparatory Committee and expanding the interna-



Erected SCUD missile with crew lowering support frame during live fire demonstration in Nizhny Novgorod, Russia.



tional monitoring system. CTBT remains the most likely means by which India and Pakistan will be able to formalize an agreement not to conduct nuclear tests. Twenty-three of the necessary 44 ratifications for entry into force have been deposited.

- **Developed Strategic Arms Dialog with China.** Efforts to develop a strategic arms control dialogue with China were partially successful. The U.S. provided briefings to Chinese officials on several strategic arms control issues, which served as the basis for useful informal discussion. While willing to listen to U.S. presentation, the Chinese declined to provide comparable briefings of their own and indicated that U.S. development of missile defenses (and, in particular, the possibility of U.S. cooperation with Taiwan on theater missile defenses) is an impediment to such a dialogue. The accidental bombing of China's embassy in Belgrade resulted in the postponement of a senior level meeting planned for June 1999, at which arms control issues would have been discussed.



C-801 Coastal Defense Missile at October 1, 1999 Chinese Communist Party 50th Anniversary parade in Beijing, China.

## Strategic Goal: Open Markets

*Open world markets to increase trade and free the flow of goods, services, and capital.*

The world economy continues to globalize, and U.S. economic prosperity is increasingly linked to international trade, investment, and capital flows.

The Uruguay Round of trade negotiations ended in 1993 and established the World Trade Organization (WTO). The United States continues to ensure that the rules established by the WTO are enforced and that follow-on agreements are successfully concluded and implemented. As the free flow of goods and services expands with reductions in tariffs and other barriers to trade, negotiations have come to focus increasingly on new areas of concern, such as investment, corruption, technical and labor standards, and the environment.

The Department of State integrates the Administration's economic and commercial priorities into a policy framework for geographic regions and countries within each region. The Department advances U.S. interests in regional fora, such as the Asia-Pacific Economic Cooperation (APEC) and the Summit of the Americas, designed to foster economic prosperity and economic dialogue among member countries.

## National Interest:

## Economic Prosperity



Airport terminal and buildings in Haikou, China.

Following are several illustrative accomplishments achieved in 1999 that contributed to expanded trade in various regions of the world.

- **Continued Focus on Air Service.** The U.S. concluded negotiations of four Open Skies agreements (Bahrain, Italy, Pakistan, United Arab Emirates) and agreements with China and Mexico that further liberalize air services markets. The China agreement, signed during Premier Zhu's visit, doubles capacity over two years. Multilateral negotiations in International Civil Aviation Organization (ICAO) produced a new convention to replace the Warsaw Convention, meeting U.S. objectives for modernizing the liability regime for international air transport. Negotiations with the EU Commission gained a one-year deferral of an EU rule that would have limited use of aircraft with U.S. manufactured "hushkitted" engines.
- **Expanded Trade Agreements.** The Department concluded three new Bilateral Investment Treaties (BITs) with Mozambique, Bahrain, and El Salvador. The Department also continued negotiations with another 17 countries. These agreements serve two basic purposes. First, they protect U.S. investment abroad in those countries where U.S. investors' rights are not protected through existing agreements. Secondly, they encourage adoption in foreign countries of market-oriented domestic policies that treat private investment fairly. They also support the development of international law standards consistent with these objectives. In the aftermath of the cessation of negotiations on the Multilateral Agreement on Investment (MAI) in the spring of 1999, the Organization of Economic Cooperation and Development (OECD) Committee on International Investment continued analysis of issues related to the establishment of investment rules.
- **Enhanced e-Commerce.** The U.S. hosted a successful plenipotentiary conference of the International Telecommunication Union, among its achievements being a greater private sector role in the organization's decision-making. The International Mobile Satellite Organization (INMARSAT) was privatized along lines acceptable to the U.S. Both the OECD and APEC adopted action programs on electronic commerce that are consistent with U.S. goals and interests.
- **Protected Investments.** The Department's Overseas Security Advisory Council (OSAC) continues to promote American investment abroad through a healthy exchange



"Suk" market area in Manama, Bahrain.

of security related information. Using this information, better corporate decisions can be made on how best to protect investment, personnel, facilities and intellectual property abroad. The analytical staff of the OSAC Research and Information Support Center (RISC) maintain an active database on the internet for over 1,800 American companies and organizations as constituents. The electronic database is enormously successful and receives well over 40,000 hits per week.

OSAC country specific councils have been established in 27 foreign cities to enhance the exchange of security related information abroad and serve as an effective partnership between the U.S. Embassy and the American private sector in a given country. These councils encourage managers of U.S. enterprises to organize themselves to cope with security related problems by pooling resources. Key representatives of these country specific councils and U.S. Embassy security officers, as well as other post officials, develop close working relationships to create an open exchange of security related information in a timely fashion.



McDonald's near Tiananmen Square, Beijing, China.

## Strategic Goal: U.S. Exports

### *Expand U.S. exports to \$1.2 trillion early in the 21st Century.*

Globalization of the world economy makes trade increasingly important to U.S. prosperity and well being, particularly in the high technology sectors of the U.S. economy. In 1998, U.S. exports totaled \$930 billion, accounting for 12% of our Gross Domestic Product or one in every seven American jobs.

As the world economy becomes more interdependent, trade will be increasingly important to the domestic economy and U.S. well-being, particularly in the high technology sectors of the U.S. economy. The 1997 National Export Strategy sets the goal of expanding U.S. exports of goods and services from \$800 billion in 1995 to \$1.2 trillion early in the 21st Century.

To accomplish this objective, the Department relies on a number of export promotion efforts such as advocacy, finance, and public diplomacy. This is especially effective in fast-growing, emerging markets such as Mexico, Brazil, China, Korea and India. In addition, export promotion can be increased by reaching out to small- and medium-sized firms to provide in-country assistance to encourage development of markets for their products overseas. Following are some of the more significant expansions of trade in 1999.

- **Increased Trade for U.S. Firms.** Working closely with U.S. Embassies abroad, the coordinators for business affairs helped support numerous bids by U.S. firms. Some of the more important successes in 1999 included support for Bechtel in overcoming obstacles in its bid for a \$600 million highway construction contract, a U.S. firm in the first-ever privatization of power and desalinated water valued at \$700 million, and extension of exploration/production rights in Bangladesh for Unocal and Occidental Petroleum.

## Strategic Goal: Global Growth and Stability

### *Increase global economic growth and stability.*

Other countries and international financial institutions adopt policies designed to achieve global financial stability and restore economic growth.

Global macroeconomic conditions have an increasing impact on the ability of the United States to export and to sustain economic growth, while maintaining low domestic inflation and unemployment. Economic health is also a critical determinant of stability worldwide.

In order to increase global economic growth and stabilize economic crises when they occur, the Department encourages countries that have a major impact on the global economy to adopt market-oriented investment, legal, and regulatory reforms. Countries are also encouraged to establish public-private partnerships to take advantage of private sector expertise and demonstrate private sector commitment to a country or region. Also, strengthening the International Monetary Fund and other international financial institutions to achieve regional financial stability, a key ingredient to global economic growth, can facilitate reform.

- **Supported International Financial Institutions.** In the past year, key members of the International Monetary Fund (IMF) (particularly the G-7), have worked to strengthen the international financial architecture to improve institutional ability to predict and respond to financial disruptions in the global economy. Recommendations have been made that will strengthen and reform the international financial institutions, enhance transparency and promote best practices, strengthen financial regulation, improve crisis prevention and management, and promote respon-

Lashio market, Shan State, Burma.





sive and responsible social policies. The G-7 finance ministers announced significant progress in these areas at the Cologne Summit in June 1999. In fall of 1998, Congress appropriated the full U.S. payments due to the IMF and the World Bank. Although a few arrears still remain, by and large, the U.S. has met its assessments to International Financial Institutions (IFIs).

During this period, IFI lending and technical assistance played critical roles and helped cushion the impacts of the Asia financial crisis and other severe economic shocks on vulnerable populations. In addition to ongoing poverty reduction programs, the IFIs lent nearly \$25 billion to Asian financial crisis countries, linking lending to specific structural reforms and social sector spending.

- **Expanded Debt Relief.** Congress has passed legislation authorizing limited debt swaps and debt relief for the poorest, most heavily indebted countries, and has appropriated funds for that debt relief. G-8 leaders agreed to a new and expanded Heavily Indebted Poor Countries (HIPC) program of debt relief, largely reflecting U.S. proposals, at the Cologne Summit in June. A number of African and Latin American nations have benefited from debt relief under the HIPC initiative, including Mozambique, Uganda, Bolivia, and Guyana.
- **Increased Oil Production.** There was notable progress in the promotion of new oil and gas sources. Progress was made developing East-West pipeline corridors for the Caspian and Central Asia areas, with the goal of reinforcing the economic independence of these countries. The Department was also instrumental in organizing a seminar highlighting the obstacles to and opportunities for increasing oil production in Sub-Saharan Africa. In addition, the Department of State participated in an Africa Energy Ministerial hosted by the U.S.



Yukos/Yugansknefte gas oil production in the Priobskoye Basin area of Russia.

## Strategic Goal: Economic Development

*Promote broad-based growth in developing and transitional economies.*

Developing and transitional economies make the necessary policy changes to create environments capable of supporting sustained economic growth.

Over the long term, the prosperity of America benefits as transitional and developing nations expand their economies

and open their markets. Economic growth that reduces poverty and provides opportunity can further regional stability and complements the advance of democracy and rule of law. Sustainable development also ameliorates global problems such as high population growth, the spread of infectious diseases, and environmental degradation.

The Department seeks this goal primarily through promoting the movement away from centrally controlled economies to market-based economies and by helping to make free markets work in developing nations. This is achieved by pursuing sound macroeconomic policies, promotion of private sector trade and investment, and financial market reforms in developing and transitional countries. The Department assists developing economies through coordination of efforts with donor nations, international financial institutions and other multilateral organizations.



Pizza Hut restaurant on Leningradskaya Prospect in Moscow, Russia.

- **Supported Economic Reform in Russia.** Monitoring the fragile Russian economy and assisting in development of an economic reform program has been a priority of the U.S. Government, using bilateral funding provided under the Freedom Support Act and working with the IFIs on multilateral solutions. Russia needs to implement financial safeguards and focus on deep structural and institutional reform. The U.S. and other nations signed a debt rescheduling agreement with Russia for some \$8 billion Russia owes to creditors.

In the past year, the U.S., along with the international financial institutions, have worked with Russia to promote structural and legislative reform that would stabilize and redirect the economy toward free market mechanisms, transparency and equity. In spring of 1999, the Russian Duma responded by passing a significant part of the economic reform program developed in consultation with the IMF.

The World Bank's operations in Russia have been focused on promoting policy improvements and addressing the inadequacies of the social benefits system. The Bank's \$28.6 million Social Protection Adjustment Loan, for example, is directed to improving the inadequate unemployment insurance system and targeting of social welfare benefits system.

Progress has continued in other transition countries, and has reached a point where some will "graduate" from the

Front of Duma building in Moscow, Russia.



U.S. assistance program Support for Eastern European Democracy (SEED) in 2000. Cooperation is ongoing with other transition countries.

- **Rebuilt Central Europe.** In Central Europe, significant bilateral economic assistance was provided to Albania, Bosnia, Bulgaria, Croatia, Romania, the Former Yugoslav Republic of Macedonia, and Montenegro. The Congress appropriated emergency funding for these countries to help cope with the refugee crisis in Kosovo and to help them withstand the negative economic impact of the war in Kosovo. The World Bank is also playing a key role in post-conflict Kosovo, particularly in developing a short-term reconstruction and recovery program, including (1) preparation of damage assessments and development of a program for physical and institutional rebuilding, (2) planning, preparing and co-hosting donor conferences to mobilize donor assistance, and (3) aid coordination and monitoring.

Since the Dayton Peace Agreement, SEED and humanitarian funding in Bosnia has helped create the conditions enabling 600,000 people to return to their homes. However, about 1.2 million Bosnians remain displaced internally or abroad.

- **Promoted Growth in Asia.** The U.S. joined with the European Union, the major international financial institutions, and the countries of Southeast Europe to promote economic and democratic reform throughout that region through the Stability Pact. Framework agreements were reached designed to increase investment, combat corruption, and promote other reform initiatives.

Cambodia and Mongolia were the top priorities for economic support funds. Indonesia and the Philippines remain the Department's top priorities for development assistance geared to democratic and economic structural reforms necessary to create a self-sustaining market economy. The independence of East Timor posed a notable challenge to the bilateral assistance program. Working with other U.S. agencies, the World Bank, and the UN, the Department of State put in place a fully coordinated program of reconstruction and institution building to which the Department contributed \$33.5 million.



IFOR vehicle in Gorazde, Bosnia-Herzegovina.

# National Interest:

## Strategic Goal: American Citizens

*Enhance the ability of American citizens to travel and live abroad securely.*

### American Citizens and U.S. Borders

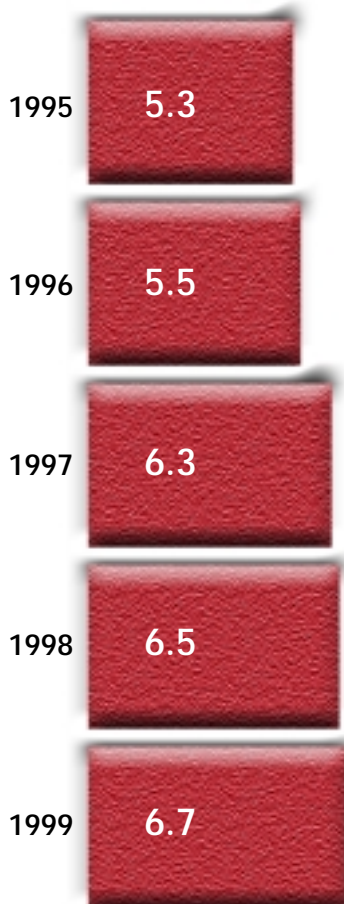
The millions of Americans who travel and reside abroad expect to do so with freedom and in reasonable safety. The United States cannot prevent the difficult and often tragic situations that arise. The U.S. can, however, help ensure that its citizens receive information, assistance, and protection.

Americans will continue to travel and reside abroad in large numbers. When they encounter emergencies they cannot handle on their own (political unrest, natural disasters, accidents, terrorist attacks, crime, illness, or legal problems), they turn to the network of U.S. diplomatic and consular posts for help and protection.

The Department of State assists Americans who travel and reside abroad by providing a wide variety of consular services as well as citizenship and identity documents such as passports and reports of birth abroad. When American citizens encounter emergencies, the Department of State officers help ensure that they receive assistance and protection. Following are some key accomplishments realized in 1999 towards the achievement of this goal.

#### Domestic Passport Issuances 1995-1999

In millions



- **Improved Passport and Service.** Last year, the Department tested a digital photography system, which prints the photo image directly into the passport, to reduce the opportunity for substitution and fraud. This year, the new system was deployed in the New Orleans agency and National Passport Center in New Hampshire, which account for 45% of our domestic passport production. Additional passport agencies are being upgraded to the new system.

In an effort to lessen the waiting time in lines, the Department inaugurated an appointment system. This year, the Department instituted the appointment system at five agencies, to bring the total to eight. In addition, the Department began accepting credit card payments at all passport agencies.

- **Advanced Internet Communications with Citizens.** The Department of State faced record demands for passports, travel information and requests for assistance to American citizens over the year. The Bureau of



Consular Affairs' web site received 55.7 million hits, averaging 147,800 per day, compared to 25.7 million in 1998. Sections on student safety abroad, Y2K, and crisis awareness, preparedness and response were added to the web site, which earned more "best of the web" kudos. This web site, <http://travel.state.gov>, has come to be known as the best place to obtain consular information and an authoritative source of travel safety information.

## Strategic Goal: Travel and Immigration

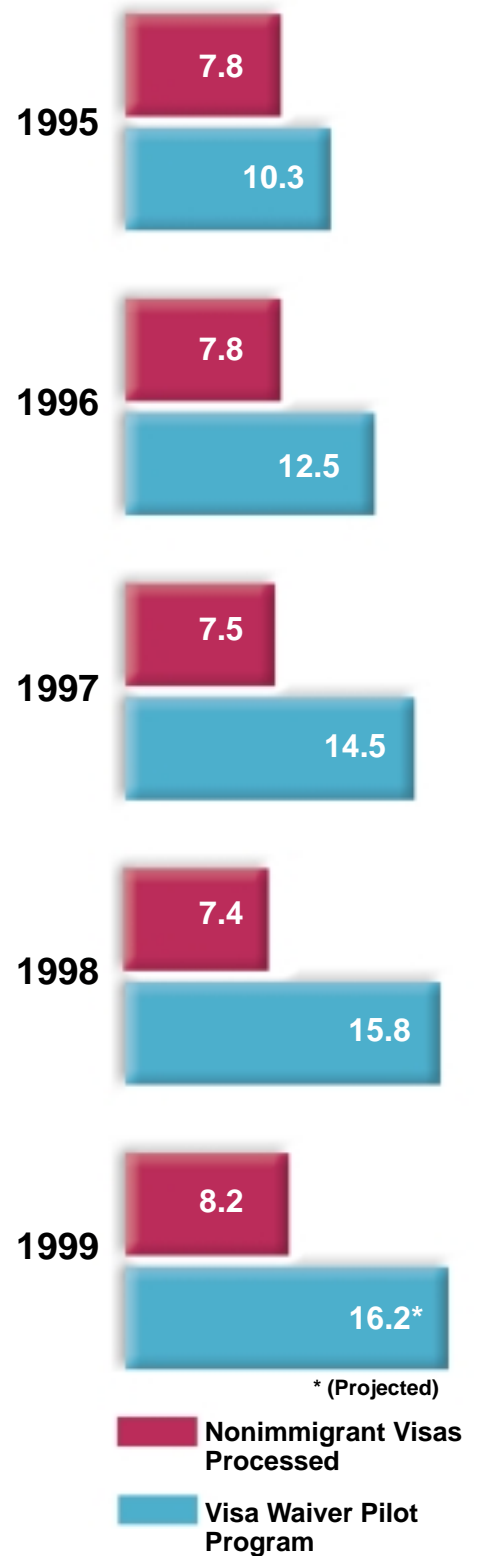
*Manage fairly and effectively the entry of foreign visitors, immigrants, and refugees into the United States.*

The United States has been a beacon of freedom and opportunity throughout its history. Immigrants make important contributions to the nation, and visitors contribute directly to U.S. prosperity. The large numbers of people seeking to enter the U.S. illegally present major law enforcement, border security, and socio-economic problems.

The Department of State shares responsibility with the Department of Justice's Immigration and Naturalization Service (INS) for administering U.S. immigration laws fairly and effectively. U.S. consular officers provide for the lawful entry of persons who seek to come into the U.S. either temporarily or as immigrants. Consular screening helps deter illegal immigration by preventing terrorists, narcotics traffickers, and other criminals from entering the United States. Consular officers employ special techniques and technologies, such as machine-readable documents, biometric indicators, and sophisticated namechecks, to expedite lawful entry, identify criminals and terrorists, and inhibit illegal immigration.

During 1999, 717,000 immigrant visa applications were received and only 415,000 visas were issued. The reason for the unusually high number of denials is a direct result of the new Affidavit of Support requirements implemented in December 1997 as required by the Illegal Immigration Reform and Immigrant Responsibility Act of 1996. An immigrant must furnish an Affidavit of Support from a sponsor in the U.S. showing that a combination of income and assets exceeds 125% of the federal poverty guidelines. Following are some of the more significant accomplishments the Department realized in 1999.

## Nonimmigrant Visas (In Millions)



## Countries Approved for the Visa Waiver Program

### 1988

Japan, United Kingdom

### 1989

France, Germany, Italy, Netherlands, Sweden, Switzerland

### 1991

Andorra, Austria, Belgium, Denmark, Finland, Iceland, Liechtenstein, Luxembourg, Monaco, New Zealand, Norway, San Marino, Spain

### 1993

Brunei

### 1995

Ireland

### 1996

Argentina, Australia

### 1997

Slovenia

### 1999

Portugal, Singapore, Uruguay

Following are some of the more significant accomplishments the Department realized in 1999.

- **Streamlined Visa Processing.** A number of steps were taken to streamline immigrant and non-immigrant visa processing. Accompanying these steps were a number of name-check enhancements, improvement of anti-fraud training and information sharing, and other enhancements designed to deter visa and passport fraud.

In an effort to reduce administrative refusals caused by improperly completed Affidavits of Support, the National Visa Center began an Affidavit of Support Review project to work with petitioners to correct deficiencies in the forms before they are sent to posts for adjudication. The Project began with three high-volume posts in 1999 (Ciudad Juarez, Manila, and Santo Domingo), with plans to add others. In addition to reducing the burden on posts, the Project has enhanced customer service by reducing the number of times an applicant must return to post.

- **Expanded Visa Waiver Pilot Program.** The continuation of the Visa Waiver Pilot Program (VWPP) was extended by Congress through April 30, 2000. Legislation that would remove its designation as a pilot program is pending in Congress. The VWPP allows visitors from 29 countries to enter the U.S. for business or pleasure up to 90 days without a visa. This program allows the Department to concentrate precious resources in those countries where cases are more complicated or difficult due to fraudulent or terrorist activities. If the VWPP were to end, it would immediately triple the Department's nonimmigrant workload. This would result in a huge backlog of cases which would be devastating to the U.S. travel and tourism industry. As shown in the chart at left, three new countries joined the program in August 1999—Portugal, Singapore, and Uruguay.
- **Border Security Program.** All persons using Border Crossing Cards to enter the United States after October 1, 2001, will use a card issued after April 1, 1998. The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 requires that every Border Crossing Card (BCC) issued as of April 1, 1998, contain a biometric indicator (fingerprint) and be machine-readable. It also requires that every person using a BCC to enter the U.S. as of October 1, 2001, must have one of the new cards. To comply with this legislation, the Department of State and Immigration and Naturalization Service (INS) will have to replace approximately 5.5 million existing cards, as well as keep up with new requests, which approach 1 million a year. A total of 535,000 cards were issued in 1999. Because the INS is currently unable to issue more than 1.8 million BCCs per year, plans are underway for the Department of State to explore issuing BCCs in

Mexico. In 1999, six more posts in Mexico began adjudicating BCCs. Now all posts in Mexico except Guadalajara participate in the BCC program. Additionally, consular officers with mobile enrollment equipment regularly visit five border towns.

## Strategic Goal: Law Enforcement

### *Minimize the impact of international crime on the United States and its citizens.*

Transnational crime represents a growing threat to the prosperity and well-being of Americans. International criminal organizations have become increasingly global and sophisticated, particularly after the collapse of the Soviet Union and the advent of the information revolution. Their prevalence and resilience also affects other U.S. interests in stability, immigration, and democracy.

International crime poses a serious threat to Americans at home and abroad. Drug and firearms trafficking, terrorism, alien smuggling, trafficking in women and children, financial fraud, money laundering, counterfeiting, auto theft, intellectual property theft, computer hacking, and public corruption are all international in scope and cost Americans billions each year.

To minimize the impact of international crime on the United States and its citizens, the Department of State uses a three-part approach, as articulated in the President's International Crime Control Strategy. Specifically, the Department seeks to:

- Establish international standards, goals and objectives to combat international crime by using bilateral, multilateral, regional and global mechanisms, and by actively encouraging compliance.
- Improve bilateral cooperation with foreign governments and law enforcement authorities through increased cooperation, training and technical assistance.
- Strengthen the rule of law internationally as the foundation for democratic government and free markets in order to reduce societies' vulnerability to criminal exploitation.

Thus, the Department conducts relations with foreign governments and multilateral organizations to create a global response to the threat of international crime. Under the authority of the

## National Interest:

### Law Enforcement

Chief of Mission at each embassy, the Department coordinates U.S. activities to fight international crime. The Department is also directly responsible for implementing the international narcotics control and anti-crime program with foreign assistance funds to assist selected foreign government criminal justice and law enforcement agencies.

Through these initiatives, the Department not only works with foreign governments to prevent international crime, but also to enhance their ability to provide the U.S. with improved assistance to identify, investigate, arrest and prosecute international criminals. Below are some of the key law enforcement accomplishments that Department of State initiatives helped to achieve in 1999.



Anti-terrorism assistance training of foreign police officers.

- **Increased Training in International Law Enforcement.** International Law Enforcement Academies (ILEA) in Bangkok, established in March 1999, and Budapest are building relationships for U.S. law enforcement agencies, helping them to break international criminal organizations. The Department's training programs in the areas of intellectual property rights, white collar crime, stolen cars, and anti-smuggling are protecting American commerce. Anti-money laundering programs presented by the ILEAs are protecting the U.S. financial system from potential exploitation by narcotics traffickers and organized crime organizations.
- **Promoted Human Rights.** The Department actively promoted standardizing legal aspects of international adoptions and abduction of children. Resource constraints, however, did not permit the reduction of caseloads per officer in abduction cases. Department of State officers handle 150 abduction cases each, compared to 50 cases per officer at the National Center for Missing and Exploited Children. The Department's embassies and consulates assist ever-increasing numbers of Americans in foreign adoption cases. For example, from 1992 through 1998, Americans adopted 15,100 Russian children (4,000 last year alone), and Embassy Moscow processed visas for them.
- **Organized Conventions.** In February 1999, the Department organized and coordinated the Vice President's Global Forum on Fighting Corruption and Safeguarding Integrity among Justice and Security Officials. Over 500 delegates from 92 nations attended the conference, including one head of state, five vice-presidents, and more than 50 officials of ministerial or equivalent rank.



## Strategic Goal: Illegal Drugs

### *Reduce the entry of illegal drugs into the United States.*

Most illegal narcotics consumed in the U.S. come from abroad. Control of this foreign supply must complement efforts to reduce drug use and its harmful consequences in the U.S. The problems of illegal drugs extend far beyond the social and economic consequences they cause in the United States and abroad. Rich, powerful, and violent narcotics trafficking organizations threaten democratic institutions and undermine political stability in countries and regions where the United States has critical interests.

The Department of State coordinates implementation of those elements of the National Drug Control Strategy that entail relations with or actions by foreign governments, or activities outside the U.S. subject to the authority of chiefs of U.S. diplomatic missions. These include reducing production, trafficking, and abuse of illicit drugs. The Department is directly responsible for implementing the International Narcotics Control program with funds appropriated under the Foreign Assistance Act to assist foreign institutions responsible for development and implementation of drug control activities.

The strategy to reduce the availability of illegal drugs in the United States focuses on programs to eliminate their production at their source and to interdict drug shipments before they reach our borders. When the U.S. has access to areas where illicit coca, opium poppy and marijuana crops are grown and the cooperation of the host government, we work to implement enforcement and development programs to eliminate illicit drug crop cultivation and reduce overall production. Major producers in this regard include Colombia, Bolivia and Peru for coca, Pakistan, Thailand, Laos and Mexico for opium, and Mexico and Jamaica for marijuana. Furthermore, the Department cooperates with governments in the transit zones outside the source areas, such as Central America and the Caribbean, to identify and seize drug shipments enroute to the United States and to dismantle the criminal organizations controlling these operations. The Department applies the diplomatic measures required by the Congressionally-mandated annual Narcotics Certification process to identify the major drug producing and transit countries and to encourage these countries to cooperate fully with the United States. Following are some of the key inter-



Opium poppies, Shan State, Burma.

national narcotics control accomplishments the Department of State programs helped achieve in 1999.

- **Removed Cocaine and Heroin from World Supply.** U.S. sustained crop control programs have reduced coca cultivation in many countries. In Peru, the coca crop was reduced by 24%, while in Bolivia the reduction totaled 43%. Pakistan reduced poppy cultivation by 26% over the 1997/8 crop year. Its government approved a five-year Drug Abuse Control Master Plan which provides specific objectives in the law enforcement, crop control and demand reduction areas. Opium production declined by 36% in Thailand, this past year, while cultivation decreased 18%. In Laos, targeted project areas have reduced poppy cultivation to minimal levels.



Cocaine found concealed under the deck of a small fishing vessel.

- **Strengthened Law Enforcement.** Overall coca cultivation increased in Colombia, primarily in regions of weak government control and needs to be addressed. This was in spite of the breakup of all the major drug kingpin organizations as a result of U.S. diplomatic efforts and Colombian government assistance. In Mexico, the government intensified law enforcement and military actions against major drug cartels, strengthened its laws, and enhanced its cooperation with the U.S. and other countries to combat international narcotics trafficking. U.S. diplomatic efforts in the Caribbean and Latin America resulted in agreements for the use of forward operating locations in Aruba, Curacao and Ecuador that will support U.S. counter-narcotics and monitoring flights.
- **Encouraged Institution-Building.** Nigeria continued to indicate that it would expand cooperation in anti-crime and narcotics control activities. During the year, Nigeria hosted a joint U.S./EU counter-narcotics assessment team and confirmed, after previous refusal, that it would recognize existing extradition treaties. In addition, a U.S. legal attache office was opened at Embassy Lagos.

## Strategic Goal: Counterterrorism

*Reduce the number and impact of international terrorist attacks, especially on the United States and its citizens.*

International terrorism has entered more directly into the lives of all Americans, and continues to threaten U.S. interests around the world. Threats to American citizens, facilities, and interests, as well as the potential for use of weapons of mass destruction, makes terrorism a national security as well as a law enforcement challenge.

International terrorism threatens American lives, property and foreign policy interests. The threat continues to evolve, as new and often loosely knit radical groups emerge, engaging in massive terrorist attacks such as those against the U.S. embassies in Nairobi and Dar es Salaam in August 1998. The willingness of some terrorists to commit suicide in order to kill as many persons as possible complicates efforts of security forces to take effective countermeasures. Our goal is to minimize the frequency, severity and impact of terrorist attacks, using a range of economic and diplomatic pressures, practical measures, and enlisting the cooperation of other governments.

Defeating terrorists requires taking assertive offensive actions as well as strengthening protective measures for personnel, embassies, airports and other potential targets. This involves aggressively thwarting terrorist activities by curbing their money, munitions and freedom of movement, eliminating their safe havens, and undermining their support. The U.S. works to bring international pressure to bear against terrorists, their organizations, and countries that support terrorism.

Following are some key accomplishments realized by the Department in 1999 to combat terrorism.

- **Strengthened Treaties and Conventions.** The Department continued its efforts to pressure states that sponsor or support terrorism to change their policies. The U.S. Government's efforts earlier in the year led the way toward obtaining passage, on October 15, 1999, of United Nations Security Council sanctions against the Taliban regime in Afghanistan.

Taliban fighter holding a RPG-7 anti-tank rocket launcher in the vicinity of Jabal os Saraj and Golbahar, Afghanistan.





Atomic, biological and chemical defense school demonstration of equipment in Austria.

- **Expanded the Antiterrorist Assistance Program (ATA).** The Department of State helps strengthen international cooperation, political will and the operational capability of countries willing to counter terrorism. Some 2,100 foreign officials were trained in Anti-Terrorism Assistance Programs managed by the Department in 1999, a substantial increase from the 1,200 officials trained in 1998. In June 1999, the Department sponsored the first major governmental international terrorism conference and mini-exercise. Two dozen countries, primarily from the Middle East and South Asia, took part. In addition to our annual bilateral exchanges with such key countries such as the United Kingdom, Canada and Israel, the Department also enhanced our bilateral relationship with India and Australia. The Department of State also shared information with other countries to help them counter possible terrorist actions.

- **Improved Security Measures.** Using funding from the Emergency Security Supplemental Appropriation, the Department greatly reduced the vulnerability of its embassies, consulates, missions and residences abroad during the year by improving perimeter security, establishing surveillance detection teams, and the purchase of specialized security equipment such as armored vehicles, metal detectors and x-ray devices.

- **Surrender of Terrorists.** Meanwhile, working with our allies, the Department of State diplomats put together a strategy that finally led Libyan leader Ghadaffi to surrender the two men suspected of bombing the Pan Am 103 flight over Lockerbie, Scotland, in which more than 100 Americans died.

## National Interest:

### Strategic Goal: Democracy and Human Rights

## Democracy and Human Rights

*Increase foreign government adherence to democratic practices and respect for human rights.*

New democracies hold free and fair elections.

Democracy is the best guarantor of universal human rights and the fundamental right of all people to have a say in their government. Democracies produce long-term economic growth, as well as social and political stability. In supporting the spread of democracy, the United States is simultaneously promoting American values while helping create a more



stable, secure, and cooperative global arena in which to advance all U.S. interests.

A world of democratic nations provides a more stable and secure global arena in which to advance U.S. objectives. Advancing U.S. interests in the post-Cold War world often requires efforts to support democratic transitions as well as to address human rights disasters and democratic reversals. Promotion of democracy and human rights, including the rights of women and minorities, reflects the fundamental values of the American people.

The Department of State provides leadership and coordination for U.S. policy related to the advancement of democracy and the promotion of human rights by conducting relations with foreign governments and multilateral organizations. The Department coordinates implementation of activities of U.S. agencies that provide assistance toward that objective, including activities related to conflict prevention and resolution and annually publishes *Country Reports on Human Rights Practices*, an analyses of human rights conditions in foreign countries. The Department allocates economic support funds for building democracy in countries in transition and consults extensively with non-governmental organizations to promote democracy.

Following are the key democracy and human rights accomplishments in 1999.

- **Promoted Human Rights.** There were a number of positive developments during the year, including ongoing democratic transitions in Indonesia and Nigeria, and the passage of a landmark United Nations Commission on Human Rights resolution which recognized the right to democracy. Freedom House's authoritative annual *Comparative Survey of Freedom* identified seven new free countries and three new partly free countries, a total of 117 electoral democracies at the end of 1999. Several countries made strides towards democracy. The Human Rights and Democracy Fund continued to provide critical assistance to democratization opportunities as well as human rights emergencies matters by establishing an Advisory Committee on International Labor and a Special Representative on International Labor.

The Department's 6,000-page *Country Reports on Human Rights Practices* documents human rights conditions in 194 countries around the world. It continues to be respected globally for its accuracy and objectivity.



Secretary Albright greets the crowd at Camp Stenkovec refugee camp in Skopje, Macedonia on June 11, 1999.

- **Supported War Crimes Tribunals.** The U.S. continued its strong support for the International Criminal Tribunals for the former Yugoslavia and Rwanda. The U.S. is the leading provider of both financial and technical support to these tribunals, which investigate and bring to trial those accused of the most serious war crimes in the Balkans and Rwanda.

The U.S. also took the lead in documenting war crimes committed in Kosovo, compiling and publishing two reports documenting the extent of war crimes and crimes against humanity. Entitled *Erasing History* and *Ethnic Cleansing in Kosovo: An Accounting*, the reports marked the first efforts to comprehensively document the crimes committed by Serbian forces in Kosovo.

- **Supported the Rights of Workers and Child Labor Reform.** Important advances were made to improve core labor standards globally. The United States supported the creation of an Apparel Industry Partnership, announced in late 1998, to help end the use of child and sweatshop labor by ensuring corporate compliance with a code of conduct. The United States helped secure passage by the International Labor Organization of a new convention banning the worst forms of child labor. In October 1998, the United States became one of the first governments to ratify. To underscore the importance the U.S. places on international labor issues, the Department strengthened the advice given to the Secretary on labor matters by establishing an Advisory Committee on International Labor and a Special Representative on International Labor.
- **Integrated Religious Freedom Policy.** The Department of State also focused more resources on religious freedom issues through the establishment of a new Ambassador at Large for International Religious Freedom and a U.S. Commission on International Religious Freedom. In September 1999, the Department published the first-ever *Annual Report on International Religious Freedom*, which documents violations of that right in 194 countries around the world.

## Strategic Goal: Humanitarian Assistance

*Prevent or minimize the human costs of conflict and natural disasters.*

American values mandate offering assistance and international leadership to help alleviate human suffering from crises, whether man-made or natural, even when there may be no direct or indirect threat to U.S. security interests.

Of great concern are the estimated 35 million refugees and other displaced persons currently under the protection of the international community. The U.S. goal is to insure that victims of conflict and disaster, especially vulnerable women and children, are cared for and protected in the most efficient manner possible. In addition, people in more than 60 countries, mostly in the developing world, face a daily threat of being killed or maimed by millions of landmines still left in the ground, years after conflicts have ended.

The Department of State is the hub for coordinating the U.S. Government response to humanitarian crises. In the event of a crisis, the Department initiates decision-making in Washington, communicates with other donors in capitals and international fora, and coordinates implementation in the field on all issues ranging from preventive diplomacy to peacekeeping. These are our humanitarian assistance accomplishments for 1999.

- **Provided Humanitarian Aid.** The year 1999 was a bad one for disasters, both natural and man-made. The U.S. was able to grant significant humanitarian, reconstruction and debt relief assistance to countries in the Caribbean in the aftermath of Hurricane George and to countries in Central America damaged by Hurricane Mitch. Generous levels of assistance were due in large measure to an emergency supplemental appropriation from the Congress. The U.S. was the largest single contributor to humanitarian programs run by international relief organizations worldwide, including programs of the UN High Commission for Refugees, the International Committee of the Red Cross, the UN Relief and Works Agency for Palestine Refugees in the Near East, the International Organization for Migration, and the World Food Program. The U.S. also provided significant assistance to the World Food Program for its humanitarian feeding programs worldwide, in particular its effort to feed 8 million

# National Interest:

## Humanitarian Assistance



Damage wrought by Hurricane Mitch on the Honduran north coast.



Secretary Albright is briefed by refugee in tent at Camp Stenkovec refugee camp in Skopje, Macedonia.

of the 22 million people in North Korea, helping avert widespread famine.

- **Repatriated and Resettled Refugees.** The Department reacted quickly and effectively to the massive outflow of refugees from Kosovo to neighboring countries by providing help to temporarily feed, shelter and eventually return home 700,000 refugees and displaced persons at the height of the Kosovo crisis. Emergency consultations were held with the Congress to increase our refugee admissions ceiling and over 11,000 Kosovars were evacuated to the United States. All of this was supported by Emergency Supplemental Appropriations of approximately \$1 billion by the Congress.

The United States provided a new home to 85,000 refugees worldwide in 1999, expanding the use of resettlement as a means to provide refugees in need of protection with a durable solution to their status as refugees. The Department was instrumental in transferring from the Democratic Republic of the Congo 2,000 Tutsi Congolese at risk of persecution; the United States has offered resettlement to all who qualify.

- **Removed Landmines.** The number of countries receiving help in the U.S. Humanitarian Demining Program increased from 19 to 26 during the year. As a result of U.S. efforts, casualties in Cambodia have dropped by 90% in the last four years, and half of the mined areas in Chad have been cleared.

## National Interest:

### Strategic Goal: Environment

## Global Issues

*Secure a sustainable global environment, and protect the United States and its citizens from the effects of international environmental degradation.*

The global environment has a profound and increasing impact on the United States. Pollution crosses borders and oceans, affecting the health and prosperity of Americans. Competition for natural resources can lead to instability and conflict, threatening security, economic, and other U.S. interests. In addition, the U.S. values protection of the environment both at home and globally for its own sake.

Americans care deeply about the environment and demand action to protect it. U.S. leadership is essential to resolving



environmental problems that require global and regional solutions. Given the magnitude and complexity of this undertaking, the participation of the private sector and Non-Government Organizations (NGOs) is essential.

The Department of State is responsible for developing the foreign policy framework for international environmental policy and coordinating the environmental activities of U.S. agencies overseas. The Department builds effective bilateral and multilateral relationships to promote environmental collaboration and address environmental problems that cross regional boundaries. The Department of State provided skillful leadership to multilateral negotiations leading to agreements on climate change (for example, greenhouse gas emissions), toxic chemicals, sustainable forestry and biosafety. The Department also works with Non-Government Organizations, financial institutions, international businesses and United Nations organizations to more effectively address international environmental problems. The Department has established and expanded Regional and Environmental Offices (Hubs) to address transboundary environmental challenges that cannot be solved through either multilateral or national efforts. This has made a significant difference during 1999.

- **Negotiated Agreements on Greenhouse Gases.** In 1999, the Department successfully engaged other nations and/or coalitions to support U.S. negotiating positions under the UN Framework Convention on Climate Change and its Kyoto Protocol. During the year, a number of Latin American and African countries expressed their support for an approach to the Clean Development Mechanism consistent with U.S. objectives. With the exception of a few detractors, the parties to the climate convention reached a common view on the fundamental structure for emissions trading and the need for a registry system to track transactions, both based on U.S.-proposed models.
- **Sustained Forest Protection.** Substantial progress was made in implementation of the G-8 Forest Action Program. The U.S. secured G-8 support for collaborative remote sensing efforts, co-sponsored with Brazil a meeting to advance international understanding on issues related to forest protection, helped organize a World Bank symposium to increase regional cooperation on sustainable forest management, including illegal logging and cross border trade, especially in the Mekong region, and participated at the Roundtable on Sustainable Forests.

Example of slash and burn agriculture in the Northern Shan State, Burma.





Nitrous Oxide emissions from fertilizer plant at Ch'ŏngjin, North Korea.

- **Promoted BioSafety.** The Department forged a coalition of like-minded biotechnology exporting countries, the “Miami Group,” to keep the Convention on Biological Diversity’s Biosafety Protocol negotiations focused on protecting the environment while preventing adoption of a Protocol that would have hindered U.S. economic and trade interests. Regarding hazardous chemicals, the U.S. made substantial progress in developing a global agreement to minimize transboundary pollution from the use and emissions of persistent organic pollutants. In 1999, three of five necessary negotiating sessions occurred, with conclusion expected in 2000.
- **Resolved Salmon Fishing Issues.** Finally, and after many years of negotiation, the Department of State resolved one of the longest-running contentious issues in the bilateral relationship with Canada: Pacific salmon. In June 1999, the U.S. and Canada signed a historic agreement that will establish a strong, ten-year regime for sharing and conserving intermingling salmon stocks in West Coast fisheries.

## Strategic Goal: Population

### *Stabilize world population growth.*

Stabilizing world population is vital to long-term U.S. interests. Rapid population growth undermines stability and economic and social progress, and can contribute to environmental degradation in many developing countries. Population stabilization that is grounded in human rights especially for women promotes democracy, reduces poverty, and leads to a healthier work force, all of which helps create a more stable global arena in which to advance U.S. interests.

In the year in which the world’s population reached six billion, the United States was engaged actively in the five-year review of the Program of Action of the 1994 International Conference on Population and Development (ICPD). The review, in which over 180 countries participated, showed that significant progress has been made globally toward reducing maternal and infant mortality, increasing girls’ education and women’s empowerment, expanding the availability of reproductive health services, and slowing the rate of population growth. The review also highlighted the more serious than

expected consequences of the HIV/AIDS pandemic, the challenges faced in meeting the needs of three billion young people, and the shortfall of financial resources needed to fully implement the ICPD goals.

While U.S. funding to the United Nations Population Fund (UNFPA) was restored in 1999, new restrictions and cuts were placed by Congress on U.S. bilateral funding for population activities. These restrictions, intended to be in place for one year only, will nonetheless hamper the work of family planning organizations, barring them from providing, and even debating reproductive health policies. The restrictions will make it significantly more difficult for the United States to contribute to the important goal of stabilizing world population growth. Namibia and Mexico to Bangladesh and Senegal have revised their national policies. During 1998, U.S. technical and program aid assisted many of the ICPD Program signatory countries to assess the consistency and performance of their policies, in preparation for their five-year implementation review.

## Strategic Goal: Health

*Protect human health and reduce the spread of infectious diseases.*

The United States has direct interests in safeguarding the health of Americans and in reducing the negative consequences of disease worldwide. Epidemics can directly threaten public health in the United States. Unhealthy conditions elsewhere in the world increase the incidence of disease, increase human suffering, and retard development. Humanitarian values lead Americans to support improvements to global health, even in the absence of other direct interests.

Despite medical advances, the spread of infectious diseases threatens not only the health of populations, but also the political, economic and social stability of entire countries. On March 16, 1999, Secretary Albright launched a Diplomatic Initiative on HIV/AIDS and emerging infectious diseases, raising this urgent foreign policy priority to a global priority. The Department of State, as coordinator of an interagency working group on HIV/AIDS, spearheaded action among U.S. Government agencies, industry, and non-governmental organizations in issuing the U.S. International Response to



Botswana's Health Ministry advertisement promoting condom use.



NGO funded clinic that teaches AIDS patients sewing skills in Soweto, South Africa.

HIV/AIDS. Through the Diplomatic Initiative, the U.S. raised the attention of national leaders around the world, especially in the countries of southern Africa. For the first time, the 14 Southern African Development Community countries are collaborating with the U.S. to develop and implement consistent HIV/AIDS policies to tackle the transborder issues that promote the spread of disease.

## DIPLOMATIC READINESS

The ability of the Department of State to advance the foreign policy interests of the United States - including supporting the overseas roles of the other federal agencies represented abroad - depends upon the quality of Departmental personnel, technologies, and infrastructure. Diplomatic readiness, a core responsibility, is the strategic asset that enables the Department to carry out its mission.

The United States has important economic, security, political and humanitarian interests on every continent. At any time, around the world, U.S. representatives are engaged in negotiating treaties, responding to crises, supporting Presidential or other high-level visits, observing foreign elections, promoting American exports, providing relief to victims of natural disasters, assisting American citizens in emergencies, delivering sensitive government-to-government messages at the highest levels, assisting American citizens in emergencies, and enhancing border security.

Diplomatic readiness, like the military readiness of the Armed Forces, is the strategic asset that enables the Department of State and other U.S. Government agencies abroad to carry out our mission. The embassies, consulates and other posts the Department manages are the principal platforms for the activities of the U.S. Government around the world. To carry out the diverse diplomatic responsibilities, our Ambassadors, foreign service personnel, and other U.S. Government employees abroad need extensive training in the language, culture and politics of a host country. They need safe and secure offices and housing in parts of the world where running water and electricity are the exception rather than the rule, and the ability to report to Washington through safe and reliable secure communications.

The Department of State's *Strategic Plan* identifies three principal components of diplomatic readiness: human resources, information, and infrastructure and operations.



## Diplomatic Readiness Goal:

*Enable the U.S. Government to achieve foreign policy objectives and respond to international crises by cultivating a skilled, motivated, diverse, and flexible workforce.*

People are the Department of State's most significant resource - 20,900 highly qualified civil service, foreign service, and foreign service national employees, with many more contract employees, in over 300 locations in the U.S. and overseas. Sound workforce planning and management is a critical component of diplomatic readiness, and a challenging task, especially given the complexities of operating overseas. Since the Department of State represents the U.S. to the world, its workforce must be highly skilled and truly representative of the American people, while its employment practices must demonstrate the U.S. commitment to the principles of fairness and equal employment opportunity.

- **Increased Training.** The Foreign Service Institute (FSI) is located at the 72-acre National Foreign Affairs Training Center (NFATC) in Arlington, Virginia. As the federal government's primary training institution for personnel of the foreign service community, FSI helps promote diplomatic readiness by equipping foreign affairs personnel with first rate language and area expertise, as well as diplomatic tradecraft, general management and information management skills. The Foreign Service Institute delivered more than 915,000 hours of language training in 1999, an increase of 110,450 hours over 1998. Training in Public Diplomacy was added to the core curriculum, and increased emphasis was placed on leadership and management training and training for Foreign Service National employees. One disappointment was the lack of funding for the development of required contracting courses.

Also in 1999, the Foreign Service Institute provided over 280,000 hours of technology training to over 14,000 students, an increase of over 20% from the prior year. The main subjects taught to end-users were personal computer applications such as Microsoft Word, Excel, Power Point, Access, plus electronic mail and the internet. FSI also trained information management specialists in Microsoft NT, Exchange, and Systems Management Server (SMS), which form the backbone of the Department's new technology infrastructure. In addition to



The Foreign Service Institute campus in Arlington, Virginia.

boosting hours of training significantly, FSI completely revised the curriculum for technology specialists. These courses are now the equivalent of courses taught by private industry training institutions. That is, they are taught by Microsoft Certified Trainers, use Microsoft-approved courseware, and culminate in students' taking the Microsoft Certification Examinations.

- **Improved Recruitment Methods.** The Department developed a strategy to recruit highly skilled information management and telecommunications specialists, held a successful job fair in February 1999, and prepared and published a regulation establishing the regulatory framework for a recruitment bonus for these employees.
- **Planned Workforce Changes.** A major achievement during the year was the implementation of the Foreign Affairs Reform and Restructuring Act of 1998, which mandated the integration of the Department of State, the United States Information Agency (USIA), and the Arms Control and Disarmament Agency (ACDA) into a single institution. The Act also strengthened the tie between the Department of State and the U.S. Agency for International Development, (USAID) in order to enhance the cohesiveness of U.S. foreign policy. The Department prepared and presented to the Congress a comprehensive plan, *Reorganization and Report*, designed to implement the provisions of this Act. Working groups were established within the Department of State, ACDA, and USIA to modify differences in personnel policy and integrate all of the Arms Control and public diplomacy functions and positions. Through these working groups, the Department developed comprehensive crosswalks of all positions and personnel to specific bureaus. The Department also addressed all personnel policy differences and developed comprehensive personnel policies for review by all employees and their union representatives.



In order to better plan future personnel resource needs, the Department revised the criteria for all elements of the overseas staffing model and prepared a preliminary plan for incorporating the public diplomacy functions within the model in 2000. This included integrating staffing criteria developed in the clinical staffing model into the more comprehensive overseas staffing model.

## Diplomatic Readiness Goal:

*Strengthen the ability of the United States to achieve its International Affairs goals and respond to crises through effective and efficient information resources management and information systems.*

The collection, analysis and communication of information concerning international issues and developments of importance to the U.S. Government are essential to achieving foreign policy goals. Given the vast quantities of information available today, there is a premium on value-added and timely information. Secure and reliable information technology, along with accurate and efficient information networks, are essential tools for the policy process and Department operations at home and abroad. They are equally critical for the effective conduct of foreign relations, and for communications with the rest of the government and the public.

- **Maintained Information Technology (IT).** Information technology infrastructure protection is another place where improvements in information security support diplomatic readiness. In 1999, the Information Systems Security Officer position was established - an initiative which centralized the information security authority and responsibility in the Department of State. Information security policies were updated to meet the demands and realities of current data processing. The anti-virus program which previously was decentralized and inconsistently applied was centralized for improved configuration management and deployment control. Finally, the Department deployed intrusion detection software for better protection of its unclassified networks.
- **Deployed Key Overseas Computer Infrastructure.** The Department has made major steps in modernizing its information infrastructure and therefore in making its information technology accessible. The unclassified overseas modernization initiative (ALMA) was successfully completed in 1999. This initiative brought the more than 230 overseas posts up to a standard that supported the Department's world-wide unclassified network linking the Department's overseas employees to Washington. Domestically the Department has deployed Opennet, providing unclassified network access to over 99% of the Department's domestic employees. ALMA and Opennet together form the infrastructure that allows employees to



exchange electronic mail with colleagues in the Department, as well as with others outside the Department across the internet. This infrastructure has also provided the means for web-based document data sharing.

- **Initiated Plans to Address State of Readiness.** The Department completed implementation and contingency plans for Y2K-compliant versions of all 23 management systems and databases. It conducted end-to-end and additional regression testing for mandatory systems changes. The Department was able to mobilize domestic and overseas resources to support Y2K Working Group and Day One Planning. The Department's Y2K effort received an "F" following the initial evaluation of Congressman Horn's Committee. The grade was raised to "A" during the final evaluation but, most significantly, no major Y2K problems were encountered.

### Diplomatic Readiness Goal:

*Establish and maintain infrastructure and operating capacities that enable employees to pursue policy objectives and respond to crises.*

The Department of State operates and maintains a network of diplomatic and support facilities in over 250 locations worldwide, ranging from highly developed countries with advanced infrastructure to underdeveloped or crisis-bound nations without reliable communications, transportation, or banking systems in all 24 worldwide time zones. The Department must respond to a vast array of support needs at overseas posts, ensuring that representatives from all U.S. Government agencies and their families can live and conduct business safely and efficiently, with due regard for morale, even in unhealthy or dangerous locations.

The most critical infrastructure need of the Department in 1999 was to enhance the protection of our posts abroad in response to the increased security threat due to terrorism. In response to the bombing of the U.S. Embassies in Kenya and Tanzania, and with nearly \$1.5 billion in resources from an Emergency Supplemental Appropriation, the Department implemented a series of comprehensive security upgrades and countermeasures.



- Instituted vehicle inspections at all posts.
- Initiated surveillance detection programs at 154 posts.
- Purchased 359 bomb detectors and shipped 230.
- Hired 200 new special agents and deployed 65 security officers overseas.
- Funded perimeter security enhancements at 50 posts.
- Installed 157 new X-ray systems at posts.
- Ordered 129 fully armored vehicles and 799 partially armored vehicles.
- Upgraded residential security at 130 posts.
- Began to build new and secure embassies in Nairobi and Dar es Salaam.
- Purchased additional properties for improved set-back at 8 posts.

